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ABSTRACT

Specifically organized for the use of school districts that are located adjacent to each other but across state lines, this manual provides guidelines and procedures for determining the feasibility of sharing services across those state boundaries. The activities specified in the manual utilize school district information that is readily attainable, consider the limitations of district personnel and available time, use internal rather than external expertise, and suggest study approaches that can be on-going rather than "one-shot." Following a review of the "neighbor-sharing concept," the manual introduces the five basic school district factors which require consideration and analysis when examining the possibility of cooperative programming: curriculum, student population, facilities, staffing, and finance. Each factor is discussed and examples illustrate how relevant data can be collected and presented for easy review not only to school personnel but to other publics as well. Appendix A is a 7-page list of across-border programs, including some of many years' duration. Other appendixes provide examples of the inventories and work sheets necessary for initial analysis in the decision-making process; the procedures were developed and tested in a year-long study conducted in 1982 in Wisconsin and Michigan. (BRR)

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Shared Programs Between Adjacent School Districts in Bordering States:

A Planning Manual

1983

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SHARED PROGRAMS BETWEEN ADJACENT SCHOOL DISTRICTS IN BORDERING STATES

A Planning Manual

Lyle R. Bruss
Dennis L. Bryan

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I. NOTE TO READER

The preparation of this manual has been specifically organized for the use of school districts in the United States that are located adjacent to each other and across state boundaries. Its purpose is to provide guidelines and procedures for collecting, studying, and utilizing information about these school districts so the feasibility of sharing programs (curricular, extra curricular, support services) across state lines might be more easily and effectively implemented.

The manual has been intentionally written to encourage bordering school districts to initiate self studies with their own personnel. To achieve this purpose, it was determined that the activities specified in the report had to utilize:

- -- school district information that is readily attainable
- -- study approaches that consider the limitations of school district personnel and available time
- -- expertise that is internal rather than external to the school district
- -- study approaches that can be easily continued by the school district for on-going rather than "one-shot" activities.

This writing approach is not intended to limit school districts in the techniques and strategies available for these types of study activities. Instead, it is intended to encourage school districts to get started in collecting and studying pertinent information. From these initial activities the school district can then move to more sophisticated study and planning procedures if they desire.

The procedures for self study described in this manual were developed and tested in a year-long study conducted in 1982, involving shared programming between the Hurley schools in Wisconsin and the Ironwood schools in Michigan.

The project was funded by the Department of Public Instruction in Wisconsin and the Marquette-Alger Intermediate School District and the Department of Education in Michigan. The project was conducted by the School Services Bureau located on the campus of the University of Wisconsin-Green Bay, Green Bay, Wisconsin. The two principal investigators were Dr. Lyle Bruss, Associate Professor, Director of the School Services Bureau, and Dr. Dennis Bryan, Associate Professor of Education at the University of Wisconsin-Green Bay.

II. INTRODUCTION

THE PROBLEM

Student Decline Phenomenon - A New Experience

Organizational consolidation of public schools in the United States has been successfully accomplished during the last 50 years. In 1931 there were 127,531 school districts while in 1980 there were less than 16,000.[1]

During the first 40 years of this organizational change, school districts were in a continual state of enrollment growth either through the increase in live births or the increase in their geographic size. Beginning in 1972, following our peak enrollment year of 1971, declining enrollments in American public elementary and secondary schools presented a new phenomenon for school administrators.[2] While school administrators were educated and experienced in growth activities of a school district, they were unfamiliar with the organizational problems brought about by enrollment declines.

Nyquist [3] believes that a new style of management is needed to cope with the problems of decline. This style is characterized as "management of decline" or "decremental planning." It is felt that present school administrators need professional preparation that emphasizes skills in long-range planning, organization, and forcasting as well as management skills if they are to cope successfully with the declining enrollment issues.

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[1]National Center for Educational Statistics. Digest of Education Statistics, 1982 (Washington, D.C.: U. S. Government Printing Office, 1982).

[2]B. J. Foster and J. M. Carpenter. Statistics of Public Elementary and Secondary Day Schools, 1977-78 School Year (Final). (National Center for Educational Statistics. Washington, D.C.: U. S. Government Printing Office, 1979).

[3]Ewald Nyquist. "Maintaining Excellence in the Management of Decline." Paper presented at Annual Conference of the School Administrators Conference of New York State, Niagara Falls, New York, October, 1976.

Neighbor-Sharing Concept

Since 1976 there has been an abundance of suggestions on how to deal with the problem of declining enrollments but few have looked at it as an opportunity for improving education.[4] Many of these suggestions not only aimed at changes within a school district but also promoted the possibility of sharing programs with neighboring school districts. While the neighbor-sharing concept was certainly valid to consider, the past success of consolidation had greatly increased the distance for students or teachers to travel to a school in a neighboring school district. Although technology is now permitting innovative approaches to sharing among school districts (such as Trempealeau Valley Consortium, Trempealeau Valley, Wisconsin), the cost does not appear to make this a viable solution in the near future. This is especially true for the sparsely populated areas of our country.

In turn, the neighbor-sharing concept has relevance during periods of student decline as well as periods of student growth in school districts.

Endangered Species

It appears as though school districts that continue to decline in enrollment will be involved in "tornado swirling" procedures that will in effect always be moving toward the eye of the tornado as it looks around to see what should be deleted to reduce costs. During times of declining enrollments, financial resources being committed to school districts will continue to be reduced; facilities that are not needed will be closed; personnel that are not needed will be discharged; and other money-saving reductions in non-professional personnel and facilities will be made.

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[4]Frederick Dembowski, Geneva Gay, and Jeffrey Owens. The Effects of Declining Enrollments on Instructional Programs and Supervisory Practices in Public Elementary and Secondary Schools. (Alexandria, VA: Association for Supervision and Curriculum Development, [1979]), p. 1.

As additional money-saving options are sought, eventually the curriculum will need to be considered. Then, because we so often equate economic benefits to the number of people served, those courses with small enrollments will be endangered. Unfortunately, many of these specialized and advanced courses are in language arts, mathematics, sciences, foreign language, and vocational areas.

It is felt that because these subjects generally fall into the category of "electives" and appeal to selective student audiences, they are "easily susceptible to financial cutbacks"[5] and will indeed become the endangered species of the curriculum.

Another endangered species category will include the teachers who have concentrated their academic preparation and professional experiences in these specialized subject areas and have become highly qualified to teach them. Many of these teachers will be required to teach in subject areas where they may have minor rather than major areas of academic preparation or preparation dating back twenty years or more, or they may be discharged due to lack of classes available.

Subsequent results will be that eventually the highly qualified teacher will no longer be available (due either to potential teachers not entering the field, retirement, or attrition) so the school district will no longer have the option of deciding whether to offer the course. This present condition now exists in the fields of mathematics and science teaching.

Guthrie and Zusman reported in 1981 that 43 states had shortages of mathematics teachers and 42 states had a shortage of physics teachers. In addition, they report that "more than half of the newly employed science and

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[5]Frederick Dembowski, Geneva Gay, and Jeffrey Owens. The Effects of Declining Enrollments on Instructional Programs and Supervisory Practices in Public Elementary and Secondary Schools. (Alexandria, VA: Association for Supervision and Curriculum Development, [1979]), p. 82.

math teachers in the U.S. secondary schools were employed on emergency certificates."[6]

Paul Hurd reports that in 1981 a shortage of chemistry and general science teachers existed in 38 states.[7] He also reports that in the Pacific states "84 percent of the mathematics and science teachers hired for 1981-82 were unqualified."

In regard to potential teacher candidates to fill these short supply areas, O'Hearn, in his study of Wisconsin, reports that only one physics teacher had graduated from the 13 University of Wisconsin campuses in June, 1982.[8] Also, that only ten chemistry teachers and two physics teachers would be eligible for certification in June, 1983.

Consolidation Revisited

Declining enrollments and financial resources are causing the consolidation issue to again be explored as the vehicle by which the endangered species of the curriculum and teachers can be preserved. One deterring factor in school consolidation that must be reckoned with is our past history in this venture. Although many educational improvements resulted from school consolidations, there continues to be public sentiment in opposition to consolidation. This continued concern over previous consolidations will cause persons to be more cautious in considering consolidation.

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[6]James Guthrie and Ami Susman. "Teacher Supply and Demand in Mathematics and Science," The Phi Delta Kappa 64 (1) September 1982):.

[7]Paul DeHart Hurd. "State of Precollege Education in Mathematics and Science." Paper presented at National Convocation in Pre-College Education in Mathematics and Science, National Academy of Sciences, Washington, D.C., May, 1982.

[8]George O'Hearn. Study of the Status of Science Education in Wisconsin High Schools, Report to the State Superintendent of Public Instruction, Madison, Wisconsin, January, 1983. Madison, WI: Center for Advancement of Science Education, 1983.

Although additional research on the benefits of consolidation should be completed, there are several suggestions or "lessons," pointed out by Jonathan Sher,[9] in the chapter entitled "Economy, Efficiency, and Equality: Myths of Consolidation" that a school district should consider in exploring this issue. The three lessons stated by Sher are:

Small schools deserve more attention.

Alternatives to consolidation and reorganization should be seriously considered.

Research done in order to demonstrate the value of a practice should be scrutinized very carefully.

It is clear that declining enrollments can endanger the quality of education in many school districts. However, there exists a unique set of school districts for which this situation presents major opportunities for increasing educational benefits at reduced costs. These are school districts located adjacent to state boundaries.

UNIQUE OPPORTUNITY FOR SCHOOL DISTRICTS ADJACENT TO STATE BOUNDARIES

A select group of school districts located adjacent to state boundaries have opportunities for sharing educational programs with neighboring school districts in a bordering state. These situations exist and are valid to consider in times of enrollment growth as well as enrollment decline. Although school districts have shared and consolidated within their own state boundaries, there are similar opportunities across state lines that should receive more attention.

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[9]Jonathan P. Sher, Ed. Education in Rural America, A Reassessment of Conventional Wisdom. Boulder, CO: Westview Press, 1977.

Matched and Mixed Opportunities for Shared Programs

When analyzing the sharing opportunities across state lines, it becomes apparent that two distinct situations exist. One situation is where each school district has a school building in close proximity to the other that is offering comparable educational services, i.e. a high school building in each state two miles apart.

In this "matched" situation, each school district could benefit the other by collecting such data as projected student population; curriculum offerings and their enrollments; extra curricular offerings and their participation; support services conditions; personnel profiles of certification, assignments and retirement potentials; plus inventories, utilization and condition of their facilities. By cooperatively studying these data, the two school districts could determine sharing possibilities and advantages.

There are other school districts across state lines that represent a "mixed" educational condition. In the mixed situation, a school building exists in one state that could service students in the bordering state more advantageously than the school district in which the students reside. This situation primarily exists because one school district has a school building and program that represents far less travel distance for students in the other district. There are a substantial number of adjacent school districts that are already sharing across state borders in the educational areas of special education and post high school technical education. Less sharing is taking place in regular school programs for grades K-12 but many possibilities already exist for this consideration. An additional environmental condition that exists and should be considered is the socio-economic characteristics of the people. Conditions presently exist whereby the socio-economic characteristics are more closely related between the environments across the state lines than those between the population adjacent to the state line and the school districts within the state where their children attend school.

EXISTING SHARING AGREEMENTS BETWEEN SCHOOL DISTRICTS ADJACENT TO STATE BOUNDARIES

National Survey

A national survey of school districts sharing programs across state borders was conducted as part of this study. Of the states responding to the survey, 30 of them identified school districts within their state that shared across state borders. (See Appendix A, Adjacent School Districts Sharing Programs Across State Borders.)

A follow-up survey of the individual school districts within each state brought a response from 36 school districts of which 24 had formal written agreements for their cooperative programs. An additional break-down of the 36 agreements is shown below. The range of options represented in these

COOPERATIVE AGREEMENTS			
Number	Areas	Range of Years In Effect	Average Years In Effect
18	Grades K-12 or 1-12	6 to 55	24
7	Grades 7-12 or 9-12	4 to 55	21
5	Special Education	1 to 8	3.5
5	Vocational Education	1 to 12	6
1	Grades 1-8	20	20

cooperative agreements varies greatly, from an unwritten agreement between two school districts to the forming of a separate school district which includes territory from both states and required the approval of the U. S. Legislature.

Existing Interstate Agreement Between Michigan and Wisconsin School Districts

There presently exists an agreement between the Dickinson-Iron County Intermediate School District in Michigan for vocational education services to be provided by the Michigan agency to students of the Niagara, Wisconsin School District.

Factors in this agreement are as follows:

1. Approval for Wisconsin was required under Wisconsin Statute 66:30. The agreement states that due to a school district in Michigan not being prohibited under the Michigan law to contract with a Wisconsin school district therefore permits such an agreement between the two school districts to be legally permissible.

2. The Department of Public Instruction, Governor of the State and Attorney General approved the interstate agreement.

3. Length of contract was for three years.

4. The Michigan School District could be thought of as the Operating School District (OSD) and the Wisconsin School District as the Participating School District (PSD).

5. Enrollment decisions stipulate that preference shall be given to the OSD for class registrations in those programs that are over-enrolled or subscribed to.

6. Student regulations state that behavior, discipline, rules and regulations of the OSD will be in force while students are on the premises. These will be printed and explained to students of the PSD at the beginning of each school term. The OSD will telephone a daily attendance record to the PSD which will also have the sole responsibility for absenteeism and attendance delinquency of its participating students.

7. The costs for participating in these joint programs are as follows:

   a. The Wisconsin student will be charged an amount equal to that paid per student by Michigan taxpayers for students in like programs from the OSD.

   b. Per pupil cost is modified on an annual basis and will fluctuate based upon escalating or declining membership, state equalized valuation for the school district, plus annual prorated cost per pupil for OSD and PSD.

   c. PSD agrees to furnish transportation and insurance coverage while students are in transit to and from school grounds of OSD.

   d. Payment for students enrolled shall be made on or before March 15 of each contractual year.

8. The governance of the agreement states that:

   a. The PSD will designate one individual to attend the OSD school board meetings. The OSD agrees to said designee sitting upon its school board as an advisory and non-voting member for discussion on matters pertaining to the PSD's students and programs.

   b. A procedure for resolving disputes, aggrievance, or difference of opinion between the parties in the contract stipulates the forming of a three person committee. The committee consists of the president of each school board (or designee) and one person chosen by both presidents. The decision of this committee is subject to approval by each school board.

III. PROCEDURES FOR DEVELOPING COOPERATIVE PROGRAMS BETWEEN BORDER STATE SCHOOLS

This chapter is intended to serve as a Manual of Procedures for those school districts interested in developing cooperative programs with border state schools. The chapter is divided into four sections, each of which is a description of procedures to be followed in a systematic approach to the development of Cooperative Programs. These procedures will provide the information needed to communicate with the various publics involved, as well as provide the broad base of information needed by decision makers in the school districts.

The four steps involve the gathering and summarizing of information relative to: 1) Basic school district factors, 2) Constraints for consideration in cooperative programming, 3) Summarizing and rating program sharing possibilities, and 4) Administration considerations. The remainder of this chapter is a description of how to proceed with each of these steps.

BASIC SCHOOL DISTRICT FACTORS

Five basic school district factors require consideration and analysis as one examines the possibility of Cooperative Programming. These factors are curriculum, student population, facilities, staffing, and finance. For each school district involved in the search for Cooperative Programs, it is necessary to provide information on each of these important factors. It is also important that the information be summarized in such a way as to enable quick and easy review by not only school personnel, but also the various publics such as school board members, parents, faculty, administration, and others. To accomplish this, a series of forms have been developed, accompanied with a step by step set of procedures for completing the forms. The forms and directions describe how information can be obtained and summarized for each of the five school district factors.

Curriculum

The purpose of forms B-1, B-2, B-3, and B-4 is to provide a summary of instructional programs offered by each school system. These Instructional Program Inventories provide a list of courses and programs offered by each school system. Beyond this, the forms indicate which programs the school has and would be willing to share, as well as courses the school does not have, but would desire to share. From this information, programs and courses are identified for cooperation and the rest of the planning effort is narrowed to these program areas. It is most likely that the majority of shared programming will be at the high school, but we recommend the junior high and elementary also participate in exploring sharing possibilities.*

Directions

Instructional Program Inventory - Forms B-1, B-2, B-3, B-4, B-5

(See Appendix B for copies of these forms)

Step 1

Write the School District name and date in the upper right hand corner of the form.

Step 2

For the elementary, junior high, and high school, list the instructional programs you have. Please note that there are separate forms - B-1 for elementary, B-2 for junior high, and B-3 for high school.

Elementary. The elementary principal can complete Form B-1 in about 20 minutes. List only "Special" instructional programs you have. (Example - gifted and talented, remedial reading, English as a second

*A microcomputer program designed to produce extensive curriculum analysis and facilities inventory for high schools will be available from the School Services Bureau at the University of Wisconsin-Green Bay after August 1984.

language, special education, etc.) Now go back and indicate the number of students in each class (see Appendix B-1 for example).

Junior High. The junior high principal can complete this form in about thirty minutes. Do not list all the courses in the junior high. Only list "Special" instructional programs you have. (Example - gifted and talented, industrial arts, home economics, etc. (see Appendix B-2 for example). Now go back and indicate the number of students or estimated number of students in each program.

High School. The high school secretary can start the process by listing all courses offered at the high school. The courses should be listed by department, i.e. art, Business English, etc. (see Appendix B-3 for example). In most cases this information can be taken from the Student Handbook or some similar document found in most high schools. After listing all the courses offered at the high school, go back and indicate the number of students or estimated number of students involved in each class. This information can be found in the master schedule or other similar documents. It is estimated this will take the school secretary between two and three hours.

Step 3

Elementary. The elementary principal should now add any classes or programs the school does not have, but would like to have made available to the students. Having done this, go back and indicate which courses or programs you DON'T have but desire to share and those you DO have and would be willing to share. It is understood you may have programs you do not want to share. For example, you may have a fine program for gifted primary students, but you don't want to share the program with another school. This should take only about ten minutes.

Junior High. The junior high principal should now add any classes or programs the school does not have, but would like to have made available to the students. Having done this, go back and indicate which courses or programs you DON'T have but desire to share and those you DO have and would be willing to share. It is understood you may have programs you do not want to share. This should take only about ten minutes.

High School. The high school principal should now add any classes or programs the school does not have, but would like to have made available for students. Having done this, go back and indicate which courses and programs you desire to share. It is understood you may have a number of courses that you do not want to share. It is estimated this step will take about twenty minutes.

Step 4

The elementary, junior high, and high school principals should now go back over the Instructional Program Inventory and compile a list of all classes or programs having 15 or fewer students enrolled (endangered species classes). This list should be compiled using Form B-4 (see Appendix B-4 for example). After completing Step 4, the Instructional Program Inventory is complete, as well as the "endangered species" class list. This document is now ready to be considered by other schools involved in the planning process. They now will know: 1) what instructional programs you have and would be willing to share; 2) those programs you don't have but would like; and 3) those classes with very small enrollments. With the exchange of Instructional Program Inventories, possibilities for shared programs can rapidly be identified and the planning process can now focus on these specific possibilities.

Step 5

School administrators from all schools involved should meet together

to complete Step 5, a Summary of Combined Cooperating Programming Possibilities. Form B-5 Combined Cooperative Programming Possibilities should be completed (see Appendix B-5 for example). Any curriculum area receiving an "X" from one school and an "0" from a second school indicates a high potential for sharing—i.e. French I, II, and III. Also, any program area receiving an "0" from two schools indicates a "new program" to be established and the cost shared, i.e. Spanish. It is quite tempting to avoid Step 5; however, by completing the Combined Cooperative Programming Possibilities form, all previous information pertaining to curriculum is summarized in a few pages and provides an excellent communication document for school administration and the public.

Student Population

Three forms (C-1, C-2, C-3) are suggested for use in projecting student enrollment. These should be used in the sequence of:

Form C-1: Collect existing data.

Form C-2: Calculate a survival ratio for existing data.

Form C-3: Project future enrollments from existing data and survival ratios.

If a computer program is utilized for projecting enrollment, only Form C-1 will need to be used to collect data and enter into the computer.

Form C-1

The purpose of this form is to provide a composite of student enrollment in the public and private schools plus a census of pre-school children in the school district. The composite is requested for a five year period of time (10 years as a maximum) so one can be conscious of any changes in school population taking place in the school district.

It is suggested that the following steps be utilized for completing Form C-1. (See Appendix C for copies of these forms.)

Step 1

Record all the actual census data for ages 0-1 to 4-5. These should be available from annual reports filed by the school district with the state education agency. If these are not easily available, this step should be excluded or information solicited from state agencies who would have population data.

Step 2

Record enrollment in all grades for kindergarten through grade 12 for both public and private schools. These enrollments should include only those students who are residents of the school district. The annual reports filed by both private and public schools should have this data.

Step 3

Record the totals in grade groupings that are appropriate for your school district. The "per grade" divisions of each grade grouping will permit you to more easily determine population patterns that have taken place in your school district in both public and private enrollments.

Form C-2

The survival ratio technique is suggested for use if the school district is not undergoing rapid population changes. Although other techniques for projecting enrollment are available and could be used along with this technique, the survival ratio is suggested because of its ease of use and its recording of enrollment as a net figure often considering all factors that have influenced the existing school enrollment.

The purpose of this technique is to determine how many students in a grade one year "survive" to their next grade the following year.

Step 1

From Form C-1, record all the numbers from the census and public school enrollments.

Step 2

Calculate the survival rates for each grade. This will be the percent of students who progress from one age group or class to another the following year.

Example:

	Grades			
School Years	K	1	2	3
1972-73 Public	75	82	86	
1973-74 Public		80	90	76
SR		1.07	1.10	.88

Because 75 kindergarten students in 1972-73 had increased to 80 in grade 1 in 1973-74, the survival ratio was 1.07; 82 first graders increased to 90 in grade 2, the survival ratio was 1.10; and the 86 in grade 2 had decreased to 76 in grade 3 for a ratio of .88.

Step 3

The average survival ratio for each grade is the result of adding all the survival ratios for that grade and dividing by the number of years included in the total:

Example: If the survival ratios for 5 years of enrollments in grade 3 were 1.20; 1.05; .998; .972; 1.154; the average survival ratio would be 1.075.

Step 4

Record the average survival ratio at the bottom of each age and grade column.

Precautions: Prior to recording the average survival ratios at the bottom of each column, you should compare the survival rates in the column to determine if there was a year or several years when the survival rate was unusual. If this has occurred, you should attempt to find the reason.

For instance:

1. Did a private school add or drop a grade that year?
2. Was there a special change in some school district circumstance, i.e., a boundary change, employment opportunities?
3. Was there a high migration from the high school at age 16?

If there was an unusual occurrence, you may want to:

1. Delete that particular year or years from the average.
2. Use only the later years in the averaging which you believe are more representative of the situation and the present enrollment trends.

Form C-3

This form represents a series of steps for projecting enrollments.

Step 1

From Form C-2 record the pre-school census for each age group and the enrollment by grade for the "current school year."

Step 2

For ages 0-1 to 4-5, record the same numbers in the circles that appear on the diagonal as were entered for "Current School Year" for that age.

Example: For "Current School Year" there were 75 persons in age 0-1. This same 75 would be placed in the circle that appears in the 0-1 column. Follow this same procedure for the other ages.

Step 3

From Form C-2, record the average survival ratio at the bottom of each column for the ages and the grades.

Step 4

Project the population in pre-school ages by multiplying the number in each age column by the appropriate average survival ratio for movement to the next age.

Example: Assuming there were 75 children in age 0-1 and the average survival ratio for children moving from 0-1 to 1-2 ages is 1.35, the number entered in the 1-2 column would be 101 (75 x 1.35).

Precaution: Because census reports for pre-school children are often inaccurate, you should utilize these numbers with caution. As you accumulate years of data for this age group, you will be able to better predict their accuracy.

Step 5

Project the student population in each grade by following the same procedure as in Step 4. The dark line on Form C-3 indicates the enrollments that are based on actual counts of students already enrolled in the schools. The broken line indicates projections for students presently recorded in the census reports.

Step 6

Record the totals for each grade grouping in the "Totals" blanks. You should determine and use those age groupings that are appropriate for your school district.

School Facilities

The purpose of the D forms is to provide a profile of each school facility in relation to how it is presently being utilized by the instructional programs and student population. The profile can then be used to determine what facilities will be available for cooperative programming with other

school districts and also what impact future student populations will have on this availability.

Form D-1

The information should be recorded from the Fall schedule of classes.

Column (1)

Each room that could be available or is used for instructional and student purposes should be given a number or a name. Record any room that could be used for a class but presently has no program, activity or students that would need to be scheduled in it (as shown in Example C on Form D-1).

Column (2)

Student capacities should be recorded. These would be the number of students who could be accommodated in the space for a good instructional program. (One could either establish the room capacity by using good judgement or be more exact by seeing Appendix E for space on a square-feet-basis that is recommended by educational authorities.) On Form D-1 the 25 student capacity listed for the gym represents the number of students for an adequate class size even though the room could accommodate more (as shown in Example B). These types of decisions will need to be made for each space.

Column (3)

Name of the class (Grade 1), the entire course title (Advanced Biology), rather than only the course description (Biology) should be recorded.

Column (4)

The grade level for students generally taking the course should be recorded.

Column (5)

Record the teacher's name with at least the first letter of the first name along with the last (J. Smith) in case there are two teachers with the same last name.

Column (6)

Record the number of class periods the class using the space meets during one day. To determine the daily classes scheduled, one would need to be aware of the entire week's classes scheduled for the space.

Example: 1 = a class that usually meets each day for a week

.5 = a class that usually meets 2-1/2 times in a week, such as a physical education class that alternately meets on every other Friday.

.2 = a class that usually meets 1 time in a week.

Column (7)

Record the total of class periods for that room.

Column (8)

Record the total number of students in each class. Because the elementary school has mostly self-contained classes, its enrollment can be recorded once as the number in the class. (As shown in Example A on Form D-1.)

Column (9)

Record the total number of students that meet in that particular classroom.

Form D-2

The purpose of Form D-2 is to compile a profile of the school building based on its capacity and utilization as they relate to the school programs scheduled in this building. This compilation should be based primarily on data recorded on Form D-1.

To assist in focusing in more clearly on the type of spaces in the

building, they should be classified into 4 major categories - General, Specialized, Shops, and Large Areas. Because it is not uncommon to find a school building which may have sufficient space in one category but insufficient space in another, the profiling of a building will assist in relating the school programs offered to the types of spaces available. The definitions for these spaces are:

General - A regular classroom that is used for many different courses that do not require special equipment or space, i.e., math, English.

Specialized - A room that has specialized equipment, i.e., home economics, physics, art.

Shop - A room that is a large space and has specialized equipment, i.e., woodworking, metals.

Large Area - A large space, i.e., band, gym, auditorium.

Ordinarily the specialized shop and large areas, due to the specialized equipment and space, will not be scheduled with subjects other than those designed for the room. Although it will depend on the number of students in the school building and the interest in specific subjects, the specialized spaces will be less utilized than the general classroom.

Step 1

In column 1 record "General Classroom."

Step 2

In column 3 enter the total number of like spaces for this classification.

Step 3

In column 4 enter the total number of class periods in an ordinary school day that the rooms are potentially available for class scheduling. (Example: 19 rooms x 6 class periods = 114.) At the secondary school level, it is not uncommon to have a room available 6 class periods if the school day has 7 class periods. One class period is often used for teacher preparation, class equipment set-up, or student project time. If

more class periods are used for these purposes, only the available class periods should be recorded.

Step 4

In column 5 a count of the class periods that a room is scheduled for a class should be recorded. (A study hall in a classroom should be counted as a class.)

Step 5

In column 6, the difference between column 4 "capacity" and column 5 "utilization" should be recorded to show how many spaces are needed or available for additional class scheduling.

Step 6

Repeat 1 through 5 for those rooms classified as "specialized." It will be beneficial to list these rooms separately rather than grouping them as suggested for the "general classroom" classification.

Step 7

Repeat for Shops as in Step 6.

Step 8

Repeat for Large Areas as in Step 6.

Staffing

Staffing Inventory

Shared staffing between border state schools is a definite possibility. This is particularly true in the case of smaller schools who often do not have adequate enrollment in a given subject area to support a full time teaching position. Foreign language is a good example illustrating this point. Also, there are now and most likely will be in the future, major shortages of teachers, in some teaching areas. Mathematics and physics are good examples. Often times it is more productive for schools to share a staff member already employed, rather than search in a very tight market for a new staff member. At any rate, shared staffing should be considered.

The first step is to provide a staffing profile for each school involved in the planning process. Form F-1 is designed to provide a summary of needed staff information.*

Purpose: This form contains information for long term staff planning in such areas as extended certification, shared staffing, and renewed areas of certification. From information on this form schools can plan five years in advance to help a staff member extend certification to cover an opening created by retirement or updating and renewing certification in an area of future need.

Directions for Completing the Teaching Staff Inventory

Step 1

The Central Office School Secretary can complete this form in approximately one and one half hours. The needed information can be found on the State Certification report, filed with the state education agency each year. Fill in the school district name and date in the upper right corner of the form.

Step 2

List the teachers by name (last name first), starting with the elementary, then the junior high and then the high school. Record each teacher only once. It is understood that some teachers may be certified at two or even all three levels (See Appendix F-1 for example).

Step 3

List each teacher's age at the time the form is completed.

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*A microcomputer program designed to produce a Staffing Inventory will be available from the School Services Bureau at the University of Wisconsin-Green Bay after August 1984. The software tests teachers by certification area and years to retirement at age 62.

Step 4

For each teacher, record all areas they are certified to teach, and the estimated last year they taught in the area. If it is not known when a staff member last taught in a given certification area list (over 5) or (over 10), etc.

When the Teaching Staff Inventory is completed for each school in the planning process, they should be exchanged along with other completed forms previously suggested in this manual. At this point each school will have an inventory of instructional programs, a list of classes having 15 or fewer students (endangered classes), a staffing profile, as well as a projection of population decreases or increases for future years, and an inventory of facilities. Already, a number of potential sharing possibilities in courses and staff can be identified.

The remaining school district factor, finance, will complete the needed information on school district factors.

Prorating Costs

Prorating costs for teaching a specific class always presents a problem when making comparisons to costs for teaching other classes in the school district. Because of the number of variables that exist, even within the same program areas, one should take as much caution as possible in making comparisons. The following examples are intended to illustrate some considerations when prorating teacher costs of one English class by school or by school district; by subject area; and on a per-student-basis.

1. When comparing the cost of teaching one English class to the average of teaching a class in the school or the school district, one would take the average teacher subject load and average teacher salary in the school for comparison. For example, if the average teaching load is 5 classes and the average teacher salary plus fringe benefits is

$20,000 for the school district and the salary for the teacher of the English class is $22,000, then,

a. $20,000 ÷ 5 = $4,000 average teacher salary per class in school district.

b. $22,000 x 1/5 = $4400 teacher salary for projected English class.

2. When comparing the cost of teaching one English class to the average cost of other classes in the English program, one would compute salaries for all the teachers in the English program and compare these to the projected class. For example, if there are 20 classes in English being taught by 4 teachers and their total salary plus fringe benefits is $104, then,

a. $104 ÷ 20 = $5200 average teacher salary per English class.

b. $22,000 ÷ 1/5 = $4400 teacher salary for projected English class.

3. When prorating teacher time on a per pupil basis, one may want to compare the average for the school, then by subject areas that are similar teaching situations (history and English would be similar; industrial arts would be dissimilar), and finally by the projected class. For example:

a. Averaging for the School
$20,000 (average salary and fringe for school ÷ 5 (average teaching load) ÷ 18 (average pupil/teacher ratio for school) = $222 per pupil contact.

b. Average for the Subject Area of English
$104,000 ÷ 20 (English classes) ÷ 23 (average pupil/teacher in English) = $226 per pupil contact.

c. Projected English Class
$22,000 x 1/5 ÷ 25 (estimated class size) = $176 per pupil contact).

CONSTRAINTS FOR CONSIDERATION IN COOPERATIVE PROGRAMMING

At this point, all schools involved have compiled information on the five basic school district factors. Potential areas for sharing staff and/or classes start to present themselves. But what about all the potential problems? What about the constraints that must be considered?

We have identified six major constraints that should be considered before developing cooperative programs between border state schools. These are:

1. Legal questions
2. Community receptivity
3. School system receptivity
4. Local master agreements
5. Program cost and savings
6. Travel time and distance

Legal Questions

It is always easy to say, "We can't do this because of the many legal problems." It is important to establish a list of legal questions and meet them head on in an attempt to get clarification about what really is a legal problem. We recommend two steps be followed.

Step 1

A letter should be prepared that lists legal questions to be answered. (See Appendix G for an example of such a letter.) This letter should then be sent to one pre-determined person in the state education agency (SEA) for the states involved. This one person should then coordinate the information gathering within the department and should route the various questions to the appropriate departments for answers. We have also found it most helpful if a meeting can be held with state education agency personnel to clarify the purpose and meaning of the questions. When responses to each

question have been supplied, they should be summarized using forms H-1, H-2, nd H-3 (See Appendix H for an example). Appendix H contains a Summary of Legal Questions and Responses to these questions. This information was obtained from the Wisconsin and Michigan State Offices of Education as the result of considering shared programs between the Hurley and Ironwood School Systems.

It has been our experience that there are provisions in most state statutes designed to facilitate cooperation between municipalities across state lines. This is often the case regarding sewer and water, transportation, fire protection, etc. We have discovered few legal road blocks for Cooperative Programming across state lines that couldn't be resolved. In addition to the provisions in the school law chapters of the State Statutes for the State of Wisconsin and Michigan, there are provisions in their municipal law chapters that permit cooperation between school districts in the two states. (See Wisconsin Statute 66:30, "Intergovernmental Cooperation.") On a national basis, the Advisory Commission on Intergovernmental Relations in Washington, D.C., has suggested legislation authorizing interlocal agreements between states.[10]

Obtaining answers to legal questions can be time-consuming and may take as long as two months for the needed review and summary to take place. It is a necessary step, however, if you are really serious about school cooperation across state lines.

Community Receptivity

Solutions to declining enrollments can be highly charged issues in a community because they may affect the school staff, class sizes, curricular

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[10] ACIR State Legislative Program/Local Government Modernization. Advisory Commission on Intergovernmental Relations. Washington, D.C., 1975, pp. 91-95.

and extra-curricular programs, school finances, and school facilities. These complex situational and organizational issues for school districts must be addressed in a framework that considers them as demographic, political, economic, and bureaucratic, as well as educational issues.

When matching two communities for shared educational programming, it is important to identify possible conflict areas between the two school districts, as well as possible areas of cooperation in the initial planning efforts. Past experiences with conflicts existing between two communities that have generated into educational issues includes such factors as athletic rivalries, rivers between the communities, one community with more population, one community with more property valuation, or conflicts due to past sharing efforts in other community services. These experiences should serve as examples for realizing that community receptivity to shared problem solving is essential for declining enrollment problems and resources presently facing school districts. The additional factor of crossing state lines, along with all the other potential conflicts, can only heighten the possibility of unsuccessful attempts at solving common educational problems.

It was encouraging to note that cooperative ventures already existed between the Hurley and Ironwood communities. Among these shared services were:

Water: Gogebic County, Michigan
Electrical Power: Gogebic County, Michigan
Grand View Hospital: Ironwood, Michigan
Ambulance: Beacon Ambulance
Airport: Gogebic-Iron County Airport
Nursing Homes: Villa Maria, Josephson, Hautamaki
Education: Gogebic Community College

The experience of community leaders with cooperative ventures across state lines can be utilized by school officials in extending this expertise to the school districts.

School System Receptivity

Because each community and school system are unique social systems, change

processes utilized in one may not be successful in another. Therefore, it is important to analyze the receptivity both will have to the possible cooperative programming between the neighboring school districts. Even after it is assumed that the involved communities and school systems will be favorable to the data and potential advantages for cooperation, it was felt that additional guidelines for change direction should be identified.

A search of the literature in Psychological Abstracts, Educational Administration Abstracts, and Current Index to Journals in Education and abstracts in the ERIC system regarding strategies for change in educational settings [11] recommended two sources that recommended factors for implementing effective educational change. These sources were Dynamic Educational Change[12] and Educational Knowledge Dissemination and Utilization.[13] The first summarizes special problems of change and the second, commissioned by the National Institute of Eduction, reviewed five large studies of educational change.

Several factors were identified in these studies as being of high priority in making changes in educational organizations. Among these are:

1. Change should be thought of as a process rather than an event. Therefore time, communication, and interaction should be included in the activities.

2. Direct personal involvement of someone viewed to be objective can link various interest groups in the system. Contacts should focus on key administrative and instructional opinion leaders and secondly on community representatives and board members.

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[11]Christine Crofton, "Planned Change in the Educational Environment," (Region V Technical Assistance Center, June 1981).

[12]G. Zaltman, D. Florio, and L. Sikorski, Dynamic Educational Change, (New York: The Free Press, 1977.)

[13]J. Emrick and S. A. Peterson, Synthesis of Findings Across Five Recent Studies in Educational Dissemination and Change (Revised Version), (San Francisco, California: Far West Laboratory for Educational Research and Development, 1978).

3. The role of the school principal is a crucial factor and this person must be a leader in the change effort.

4. Continuous involvement of the implementing staff through established team linkages should be maintained. One should strive toward having the goals of all participants integrated.

5. Descriptive materials can serve to clarify the issues with technical information and link the implementing staff and persons affected by the change with those advocating the change.

Local Master Agreements

If students wanted to take a course not available in their school, but taught in a neighboring school district, arrangements to move the teacher instead of students might be considered. Teacher travel between buildings is often the case within a school district, but in the case of traveling to a second school district this may be quite different. Obstacles to teachers under contract to one school district, but teaching in another school district in a different state need examination.

Cooperative programming may affect the terms and conditions of employment as well as employer-employee relations. Negotiated agreements should be studied for provisions that would require negotiation prior to entering into a cooperative agreement that would require a teacher under contract with one school system to teach one or two classes in a second school system.

Administrative Considerations

Although administrative and contractual agreements will need to be individually tailored to the communities and schools in a cooperative agreement, there are several general areas that should be considered regarding academic programming.

Commitment. The school board, administration, teachers, students, and community should be committed to the educational philosophy of offering these programs on a cooperating school district basis. The commitment for offering these quality educational opportunities should also realize that there may be

additional costs, inconveniences, and cooperating agreements necessary.

Program Qualifications. Specific quality program decisions should be based on the teacher, equipment, and facility availability. Decisions for locating the center of teaching each course should be based on minimizing the transporting of students and other associated program costs when the other quality variables are satisfied.

Students. Students being transported to another school should be qualified for enrollment on the basis of the seriousness of interest in the course offering. This seriousness should be based on benefit of the course to their future plans, behavior, achievement, and attendance.

Due to possible adjustment problems for students moving between schools it might be well to initially consider juniors and seniors for this program.

Scheduling. Major problems will center on school calendars, daily school time schedules, and transportation for private as well as public schools. Considerations might include scheduling only in mornings or afternoons. Annual discussion on the school calendars might include a joint meeting of one representative from each school district including a school board member, administrator, teacher, and community member.

Finances. Several financial alternatives are possible and it may be feasible to look at a combination of financial arrangements if the need dictates. For instance, scheduling in existing facilities with existing equipment and available staff may be much different than if one or more of these quality variables is specifically desired, but doesn't presently exist. In that case, a per student cost may be determined on basis of the specific teacher's salary and fringe benefits, cost of facility and equipment.

Generally it would appear that a per-student cost for the attendance in a course could be prorated using the established tuition cost of the school district. The home school district could then receive its regular state aid

for student membership and state transportation aid as though the student was attending its "home" school Although this is the simplest, a problem with this method might deal with the different per student cost that exists among the school districts.

Another alternative is to compute a per-student cost on a school district basis considering only the amount paid by local taxpayer funds per student. Although the amounts between the school districts would vary, this method would limit the cost to the local taxpayer of each district.

Still another alternative is to establish a fiscal agent, such as a regional education service agency, that would be acceptable and beneficial to all schools. The fee could be on a cost per cost or service basis and could be administered by the agency.

Specific considerations might include such agreements as:*

1. The resident school pays for transportation and insurance coverage to the host school.
2. Students are to comply with the host school's rules and regulations.
3. The host school daily telephones attendance records to the resident schools. Resident schools are responsible for absenteeism and delinquency in attendance.
4. A representative selected by the resident school may sit on the host school district's school board as an advisory and non-voting member.
5. A grievance committee of three members is selected to resolve appropriate issues. One representative each from the host and resident schools and one representative agreed upon by the two schools compose the committee.

Although our national survey on interstate agreements of cooperative school programs revealed approximately one-third without agreements, it would appear prudent for all school districts to formalize their agreements. There is also a wide range of formal agreements among the schools that are

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*Taken from written agreement between Dickinson-Iron County Intermediate School District in Michigan and Wisconsin school districts of Niagara and Beecher-Dunbar-Pembine.

participating in interstate school programs. The following are offered as examples for both variety and extent of existing agreements.

Northwest District, Perkins County, South Dakota and Hettinger District, Adams County, North Dakota. Students from the Northwest District in grades K-12 may attend school in the Hettinger District. The agreement is approved by both State Superintendents and the electorate of the school district.

The agreement relates to facilities, operation, funding, transportation, and administration.

Interstate Vocational Education Cooperative in Latah County, Idaho and Whitman County, Washington. The agreement encompasses seven school districts, Washington Community College District and Lewis-Clark State college. Students who are of junior or senior standing in participating school districts and enrolled adults from the two post secondary institutions are eligible to attend classes.

The agreement relates to admission, retention, administration, management, joint financing, withdrawal, admission of new districts, gifts dissolution and amendment of agreement.

Dresdon School District Created by the New Hampshire-Vermont Interstate School Compact. This agreement was enacted by the United States Senate and House of Representatives (P.L. 91-21). The Dresdon School District encompasses the municipalities of Hanover, Orford, and Lyme in New Hampshire and Norwich, Vermont. The district serves students in grades 7-12 although the Interstate School Compact mentions elementary and secondary student eligibility.

The agreement supposedly represents the first interstate school district in the United States (see Appendix). The states of New York and Maine now have laws that are similar in content to the Vermont and New Hampshire agreement.

The law is extensive and implicit in detailing procedure for formation of an interstate school district; powers of interstate school districts; district meetings; officers; appropriation and apportionment of funds; borrowing; taking over of existing property; amendments to the agreement; applicability of New Hampshire laws; applicability of Vermont laws; adoption of compact by Dresdon School District, and miscellaneous provisions (studies, textbooks, transportation, location of schoolhouses, fiscal year, and administrative agreements between commissioners of education).

Other Types of Cooperative Interstate Agreements for Schools. Although much of the literature centers on cooperative agreements for regular, special education and vocational programming, there are two other major areas of cooperatives that have been paid little attention but should be considered. These two are extra-curricular and support services.

Many school districts are presently participating with school districts across state lines. Athletic conferences across state lines exist in California and Nevada while other states refrain from interstate conference alignments. The benefits of extra-curricular considerations in music, drama, clubs, intramurals, and others could greatly enhance the school programs.

The other area of interstate cooperation is in support services. Increases in quality and decreases in cost could be explored in such functions as transportation, school lunch, business management, warehousing, library, and audio visual services as well as guidance, school nurse, and administration.

Summarizing and Rating Program Sharing Possibilities - A Decision-making Process

At this stage of the planning process, information has been surveyed on the five school district factors--curriculum, student population, school facilities, staffing, and finance. Constraints for consideration in

cooperative programming have also been discussed. The next step, summarizing and rating programs, is intended to assist in the identification of those programs selected for possible sharing across school district boundaries. Appendix (I) provides the forms that will lead participants through the final selection process. The following steps are suggested.

Step 1

On Worksheet I, Sharing Possibilities, list those programs that seem to present successful sharing possibilities.

Step 2

On Worksheet II, Existing Conditions of Sharing Possibilities, list the existing conditions for each potential shared program that tend to support the necessity of a shared agreement.

Step 3

On Worksheet III, Projected Conditions of Sharing Possibilities, list the projected conditions you would hope could be realized under a shared arrangement for each program.

Step 4

On Worksheet IV, Other Possible Constraints, indicate for each potential shared program any constraints that present sufficient problems that the success of sharing will be at risk.

Step 5

On Worksheet V, Coordination and Governance, indicate the items for each potential program that must be considered and worked out if the program is to be shared.

Step 6

Finally, on Form I-1, Summary and Rating of Program Sharing, each program can be listed and rated. From their summary and rating shared programs can be selected. For example, in Column one, French I and

Transportation were identified as "sharing possibilities." In Column two French was judged to be a "high quality" and transportation for both districts was judged to be "average." Transportation was judged to be a "high cost" program. French was also judged to be a "high cost" program most likely because of the relatively small number of students in the French class.

In Column three, French would continue to be a high quality program and, with the increase of students from a second school, the cost per student would decrease. In Column four, French was seen to have few problems as a cooperative program, and in Column five, French was judged as presenting few coordination and grievance problems.

In summary, French is a strong candidate for shared programming.

By working each potential program through the summary and rating points using form I-1, those of low risk and high risk stand out. This is an important last step in the decision-making process.

IV. CONCLUDING REMARKS

Public education finds itself faced with financial crises, declining enrollments, and political groups in the society competing for the limited amount of funds available. At the same time we are charged with the responsibility of providing the best and most comprehensive curriculum and the best instruction possible for students. One could argue that our country is in a time of drastic changes in all segments of our society. One could further argue that the final survival of our society depends on the ability of our schools to respond to these changes. Even a cursory survey of school districts and communities in our nation that exist along the borders of each state, would clearly indicate that persons of common socio-economic interests are being forced into separate educational systems. A further investigation indicates that this separation is causing the educational programs and support services to be more expensive and provide fewer educational opportunities.

Oftentimes, only an invisible state boundary line separates two high schools in two different school systems located only two miles or so apart. Chances are that if there were no state boundary these two school systems would have consolidated. Now, both are reducing educational opportunities due to financial constraints. Short of consolidation, cooperative programming holds great promise for improving educational opportunity for students. It has been done before. For those willing to work together in the systematic way outlined in this manual, change is possible and improved educational opportunity for students will be the result.

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APPENDIX A

Adjacent School Districts Sharing Programs Across State Borders

Adjacent School Districts Sharing Programs Across State Borders
National Survey
October, 1982

States	Cooperating School Districts	Description of Programs	Grade Level	Number of Years in Effect	Formal Written Agreements in Effect	
					Yes	No
Alabama	Escambia Co., FL & Escambia Co., AL	Vocational Training	H.S.	9	X	
Arizona	Washington Co. Utah, & Colorado City, AZ	1-8 Entire Program	1-8	20	X	
Arkansas	Clairborne, LA & Union, AR	K-12	K-12			X
Delaware	Port Jervis, NY & Delaware Valley Schools, Milford, PA	Handicapped Students	K-12	3		X
	Delmar, DE & Delmar, MD	K-12 entire program Elementary students go to Maryland H.S. to Delaware	K-12	33		X
Florida	See Alabama					
Idaho	Box Eler, UT & Cassia Co, ID	K-12 complete program	K-12	15	X	
	Pullman, WA; Moscow, ID Pottach, ID; Genesse, ID Polouse, WA; Culton, WA Garfield, WA	Interstate Vocational Ed. Cooperative	11-12	4	X	

States	Cooperating School Districts	Description of Programs	Grade Level	Number of Years in Effect	Formal Written Agreements in Effect	
					Yes	No
	Bruneau-Grandview District, Grandview, ID & Elko Co., NV	K-12 entire program	K-12	26	X	
Indiana	College Corner School District-Ohio & Union County Bd. of Ed.-Indiana	Union County School corporation - entire program	7-12	21	X	
Iowa	Caledonia, MN & Eastern Allamakee Lansing, Ia	1-12 entire program	1-12	30+		X
	West Sioux, IA & Greater scott, SD	K-12 entire pr gram	K-12	15	X	
Kansas	Liberal, KS & Oklahoma schools	K-12 entire program Vocational	K-12 11-12	15 12	X	X
Louisiana	See Arkansas					
Maryland	Virginia, Pennsylvania & Maryland	Special Ed.	N/A	1-4	X	
	Allegany Co., MD & Everett Area, PA	7-12 entire program	7-12	5	X	
	See Delaware					

States	Cooperating School Districts	Description of Programs	Grade Level	Number of Years in Effect	Formal Written Agreements in Effect	
					Yes	No
Massachusetts	New Lebanon Central Schools, NY & Hancock, MA	K-12	K-12	50+		X
Michigan	Niagara, WI & Dickinson-Iron Co., MI	Vocational Ed.	12	5	X	
	Niagara, WI & Dickinson-Iron Co., MI	Vocational Ed.	12	5	X	
	Niagara, WI & Dickinson-Iron Co., MI	Classroom for Emotionally Impaired	7	1981-82	X	
	West Iron Co., MI & Crandon, WI	K-12 general	K-12	20+	X	
Minnesota	Solon Springs, WI; Maple, WI; Superior, WI; Duluth, MN	Special Ed. & Drug Rehabilitation	varies		X	
	Big Stone Co., SD & Ortonville, MN School District, MN	Elementary & H. S. Special Ed., Band, Sports, Counselors, Students & Counselors go to Ortonville	K-12	14	X	
	Roberts Co., DS & Minn. ISD #801, Traverse Co., MN	K-12	K-12	21	X	
	Northeast, SD; Sisseton, Summit, Veblen & Wilmot Schools, MN	Vocational Training	12	1	X	

States	Cooperating School Districts	Description of Programs	Grade Level	Number of Years in Effect	Formal Written Agreements in Effect	
					Yes	No
Nevada	Malheur Co., OR & Humboldt Co., NV	K-12 entire program	K-12	20	X	
	Tooele Co., SD Tooele, UT, White Pine, SD; East Ely, NV	1-12	1-12	10	X	
	Tooele Co., UT & Elko Co., NV	9-12 entire program	9-12	26	X	
	See Idaho					
New Hampshire	Hanover, NH & Norwich, VT	No specific - as required	varies	18	X	
New Jersey	Montague, NY & Port Jervis, NY	Middle School	K-6-NJ K-12-NY	55		X
	Montague, NJ & Port Jervis, NY	High School	9-12	55		X
	Montague, NJ & Port Jervis, NY	Middle & High School Special Ed.	7-12	8		X
New York	See New Jersey					
	See Delaware					

States	Cooperating School Districts	Description of Programs	Grade Level	Number of Years in Effect	Formal Written Agreements in Effect	
					Yes	No
New York	Warren Co., PA & Panama Central School, Panama, NY	K-12	K-12	25		X
	Corry Area School Dist., Corry, PA & Panama Central School, Panama, NY	K-12	K-12	25	X	
	See Massachusetts					
	Alburg, VT; Grand Isle, Vt; N. Hero, VT; S. Hero, VT; Isle of LaMotte, VT; NE Clinton CSD, Champlain, NY	9-12 entire program	9-12	4		X
North Dakota	Northwest 52-3 of SD & Hettinger Public #13 of Hettinger of ND	9-12 elementary	9-12	14	X	
Ohio	See Indiana					
Oklahoma	Texhoma #61, OK & Texhoma #211-901, TX	Consolidation of Texhoma, OK & Texas school systems	1-4 K 5-8	6	X	
	See Kansas					
Oregon	See Nevada					

States	Cooperating School Districts	Description of Programs	Grade Level	Number of Years in Effect	Formal Written Agreements in Effect Yes	Formal Written Agreements in Effect No
Pennsylvania	See Maryland					
	See Delaware					
	See New York					
South Dakota	See Nevada					
	See North Dakota					
	See Iowa					
	See Minnesota					
Texas	See Oklahoma					
Utah	See Nevada					
	See Idaho					
	See Arizona					
Vermont	See New Hampshire					
	See New York					

States	Cooperating School Districts	Description of Programs	Grade Level	Number of Years in Effect	Formal Written Agreements in Effect	
					Yes	No
Washington	See Idaho					
West Virginia	See Maryland					
Wisconsin	See Minnesota					
	See Michigan					

APPENDIX B

Instructional Program Inventory

Form B-1

INSTRUCTIONAL PROGRAM INVENTORY (ELEMENTARY)

School District: _____

Date: _____

Elementary Instructional Program	Number of Students Enrolled	DON'T HAVE and Desire to Share	DO HAVE and Desire to Share
Gifted and Talented	7		X
Speech Therapy		X	

Form B-2

INSTRUCTIONAL PROGRAM INVENTORY (JUNIOR HIGH)

School District: _____

Date: _____

Junior High Instructional Program	Number of Students Enrolled	DON'T HAVE and Desire to Share	DO HAVE and Desire to Share
Television Production	18		X
Remedial Math	24	X	

Form B-3

INSTRUCTIONAL PROGRAM INVENTORY (HIGH SCHOOL)

School District: _____

Date: _____

High School Instructional Program	Number of Students Enrolled	DON'T HAVE and Desire to Share	DO HAVE and Desire to Share
Business Education			
Intro to Business	79		
Typing I	134		
Typing II	41		X
Accounting	101		
Shorthand	18		X
Office Practice	59		
Data Processing	63		
English			
English I	157		
Speech I	171		
Etc.			
Languages			
Spanish I	28	X	
Spanish II	18	X	
Etc.			

B-4

Curriculum - Endangered Species

School: _____

Date: _____

Classes having 15 students or less (endangered classes)

Bookkeeping II (13)
Applied Clerical (10)
Applied Secretarial (13)
Computer Science (6)
Consumer Math (10)
Algebra II (14)
Physics (8)
Advanced Math (7)
Political Science (14)
Chemistry II (6)
French III (5)
Metals II (12)
Metal Fabrication (7)
LD 7 (6)
LD 7 (4)
LD 7 (4)
LD 7 (4)
LD 7 (2)
LD 7 (7)
Special Ed. (1)
Special Ed. (2)
Special Ed. (4)
Special Ed. (3)
Special Ed. (0)
Special Ed. (1)
General Trades (15)
Arch. Drafting (14)
Eng. Drafting (15)
Eng. Drafting (10)
Woods (14)

A total of 29 classes with enrollments of 15 or fewer.

B-5

Curriculum
Combined Cooperative Programming Possibilities

0 = DON'T HAVE and Want to share
X = HAVE and Could Share

Senior High School Instructional Programs	Hurley Schools	Ironwood Schools
Art		
Art I (Basics of Art)		
*Art 2 (Advanced Art)		
*Art 3 (Commercial Art)	0	X
*Ceramics and Crafts		
*Crafts		
*Photography	X	0
Business Education		
*Personal Typing		
Advanced typing		
Shorthand I		
Accounting I		
Accounting II		
Business Math		
Record Keeping		
*Introduction to Careers		
General Business		
Office Machines		
Driver Education		
*Driver Ed.		
English		
English 9		
English 10		
English 11		
*English Literature		
*World Literature		
*Basic Composition		
*Drama		
Advanced Composition	X	0
Library Science		
*Mythology		
*Audio Visual Production	0	0
Creative Writing		
Humanities		

B-5 continued

Curriculum
Combined Cooperative Programming Possibilities

0 = DON'T HAVE and Want to share
X = HAVE and Could Share

Senior High School Instructional Programs	Hurley Schools	Ironwood Schools
Foreign Language		
French I	0	X
French II	0	X
French III	0	X
*Conversational German		
German I		
German II		
Latin I		
Latin II		
Spanish I	0	0
Spanish II	0	0
Spanish III	0	0
Mathematics		
General Math		
Algebra I		
Algebra II		
Basic Algebra		
Geometry		
Algebra IIA (talented students)	X	0
*Trigonometry		
*Advanced Math		
Basic Math		
*Shop Math		
Introduction to Computers I		
*Advanced Computers		
Introduction to Calculus (advanced math)	Etc.	Etc.
*Computer Programming in Basic Language		
Gogebic Community College Math for College Credit		
Music		
Pep Band		
Senior Choir		
Girls Choir		
Music Theory & Literature		

B-5 continued

Curriculum
Combined Cooperative Programming Possibilities

O = DON'T HAVE and Want to share
X = HAVE and Could Share

Senior High School Instructional Programs	Hurley Schools	Ironwood Schools
Home Economics		
Home Economics I		
*Family Living		
*Child Development		
*Housing and Home Furnishing		
*Advanced Textiles and Clothing Construction		
*Tailoring		
*Advanced Foods		
*Gourmet Foods		
*Home Survival		
Industrial Arts		
Shop 9		
Shop 10		
Woodowrking I		
Woodworking II		
Mechanical & Machine Drafting		
Home Mechanics		
*Drafting		
*Blueprint Reading		
*Carpentry		
Machine Shop I		
Welding I		
Vocational Drafting (advanced)		
Metals I		
Metals II		
Metal Fabrication		
Small Engine Maintenance and Repair		
Physical Ed. & Health		
Physical Ed. I		
Physical Ed. II		
*Health		
Advanced Physical Ed.		

B-5 continued

Curriculum
Combined Cooperative Programming Possibilities

0 = DON'T HAVE and Want to share
X = HAVE and Could Share

Senior High School Instructional Programs	Hurley Schools	Ironwood Schools
Science		
Human Biology		
General Biology		
Chemistry I		
*Chemistry II		
General Science		
Ecology		
Physics		
Ecology and Agri-Business		
Social Studies		
Social Studies 9		
World History		
American History		
Social Studies 12		
Sociology		
Asian History		
*Michigan History		
*Economics		
*Political Science		
Junior ROTC		
LD I		
LD II		
LD III		
LD IV		

B-5 continued

Curriculum
Combined Cooperative Programming Possibilities

0 = DON'T HAVE and Want to share
X = HAVE and Could Share

Senior High School Instructional Programs	Hurley Schools	Ironwood Schools
Vocational Courses (Offered by Gogebic Community College and are 2 hour courses)		
Secretarial Office Practice I		
Secretarial Office Practice II		
Clerical Office Practice I		
Clerical Office Practice II		
Vocational Machine Shop		
Vocational Welding		
Nurse's Aid and Orderly		
Distributive Education		
Quantity Foods		
*Bulding Trades		
Auto Mechanics I		
Vocational Graphic Arts		
Business Data Processing Computers		

APPENDIX C

Student Population

Form C-1 PUBLIC AND PRIVATE SCHOOL ENROLLMENT COMPOSITE FOR SCHOOL DISTRICT 10/25/82 (Date) Hurley (School District)

	Ages (1)					Grades (2)													Totals (3)						
	0-1	1-2	2-3	3-4	4-5	K	1	2	3	4	5	6	7	8	9	10	11	12	K	1-6	per gr.	7-8	per gr.	9-12	per gr.	K-12
	Actual					Actual																				
1972-73																										
Public	42	57	64	74	61	73	53	53	58	68	74	89	95	102	102	138	107	97	73	395	66	197	99	444	111	1109
Private							17	15	18	18	17	18	9	12					-	103	17	21	11			124
1973-74																										
Public	28	53	57	61	68	60	56	44	55	59	74	74	91	95	114	104	133	101	60	362	60	186	93	452	113	1060
Private							16	17	15	18	18	17	18	9					-	101	17	27	14	-	-	128
1974-75																										
Public	45	54	59	62	67	77	46	50	49	51	60	80	79	90	104	111	102	122	77	336	59	169	85	439	110	1021
Private							15	16	13	11	19	17	13	15					-	91	15	28	14	-	-	119
1975-76																										
Public	34	56	56	63	63	85	57	45	49	44	53	56	81	79	104	104	110	93	85	304	56	160	80	411	103	960
Private							13	12	16	12	12	17	14	12					-	82	14	26	13	-	-	108
1976-77																										
Public	55	40	66	60	64	72	69	61	47	54	48	60	67	87	88	105	90	96	72	339	59	154	77	379	95	944
Private							13	11	11	13	10	6	9	7					-	64	11	16	8	-	-	80
1977-78																										
Public	53	55	43	69	64	71	68	63	62	53	56	48	65	64	94	85	98	86	71	350	60	129	65	363	91	913
Private							6	15	12	13	8	10	3	7					-	64	11	10	5	-	-	74
1978-79																										
Public	58	55	53	48	63	67	56	63	61	57	51	55	45	66	70	91	88	91	67	343	59	111	56	340	85	861
Private							5	7	13	11	13	8	10	3					-	57	10	13	7	-	-	70
1979-80																										
Public	44	64	52	53	49	53	57	59	67	64	58	50	56	51	67	72	86	76	53	355	58	107	54	301	75	816
Private							5	5	3	11	10	13	6	8					-	47	8	14	7	-	-	61
1980-81																										
Public	53	59	57	56	57	63	42	53	58	61	67	64	51	68	62	69	68	85	63	345	58	119	60	284	71	811
Private							8	5	8	5	13	7	13	6					-	46	8	19	10	-	-	65
1981-82																										
Public	40	53	58	61	53	47	53	39	54	59	54	68	68	56	73	61	64	66	47	327	53	124	62	264	66	762
Private						14	12	11	4	11	8	13	7	13					14	59	10	20	10	-	-	93
1982-83																										
Public	50	47	55	57	65	48	49	50	38	51	60	57	70	69	72	73	61	65	48	305	50	139	70	271	68	763
Private						14	15	14	13	12	12	9	13	8					14	75	13	21	11	-	-	110

Special Education Distributed Among All Grade Levels

59

Form C-2 PUBLIC AND PRIVATE SCHOOL ENROLLMENT COMPOSITE FOR SCHOOL DISTRICT 10/25/82 (Date) Hurley (School District)

	Ages (1)					Grades (2)												
	0-1	1-2	2-3	3-4	4-5	K	1	2	3	4	5	6	8	8	9	10	11	12
	Actual					Actual												
1972-73																		
Public	42	57	64	74	61	73	53	53	58	68	74	89	95	102	102	138	107	97
SR																		
1973-74																		
Public	28	53	57	61	68	60	56	44	55	59	74	74	91	95	114	104	133	101
SR		1.26	1.0	.95	.92	.98	.77	.83	1.04	1.02	1.09	1.0	1.02	1.0	1.12	1.02	.96	.94
1974-75																		
Public	45	54	59	62	67	77	46	50	49	51	60	80	79	90	104	111	102	122
SR		1.93	1.11	1.09	1.10	1.13	.77	.89	1.11	.93	1.02	1.08	1.07	.99	1.1	.97	.98	.92
1975-76																		
Public	34	56	56	63	63	85	57	45	49	44	53	56	81	79	104	104	110	93
SR		1.24	1.04	1.07	1.02	1.27	.74	.98	.98	.90	1.04	.93	1.01	1.0	1.16	1.0	.99	.91
1976-77																		
Public	55	40	66	60	64	72	69	61	47	54	48	60	67	87	38	105	90	96
SR		1.18	1.18	1.07	1.02	1.14	.81	1.07	1.04	1.10	1.09	1.13	1.2	1.07	1.11	1.01	.87	.87
1977-78																		
Public	53	55	43	69	64	71	68	63	62	53	56	48	65	64	94	85	98	86
SR		1.0	1.08	1.05	1.07	1.11	.94	.91	1.02	1.13	1.04	1.0	1.08	.96	1.08	.97	.93	.96
1978-79																		
Public	58	55	53	48	63	67	56	63	61	57	51	55	45	66	70	91	88	91
SR		1.04	.96	1.12	.91	1.05	.79	.93	.97	.92	.96	.98	.94	1.02	1.09	.97	1.04	.93
1979-80																		
Public	44	64	52	53	49	53	57	59	67	64	58	50	56	51	67	72	86	76
SR		1.10	.95	1.0	1.02	.84	.85	1.05	1.06	1.05	1.02	.98	1.02	1.13	1.02	1.03	.95	.86
1980-81																		
Public	53	59	57	56	57	63	42	53	58	61	67	64	51	68	62	69	68	85
SR		1.34	.89	1.08	1.08	1.29	.79	.93	.98	.91	1.05	1.10	1.02	1.21	1.22	1.03	.94	.99
1981-82																		
Public	40	53	58	61	53	47	53	39	54	59	54	68	68	56	73	61	64	66
SR		1.0	.98	1.07	.95	.83	.84	.93	1.02	1.02	.89	1.01	1.06	1.1	1.07	.98	.93	.97
1982-83																		
Public	50	47	55	57	65	48	49	50	38	51	60	57	70	69	72	73	61	65
SR		1.18	1.04	.98	1.07	.91	1.04	.94	.97	.94	1.02	1.06	1.03	1.02	1.29	1.0	1.0	1.02
Average Survival Ratio (3)		1.15 (A)	1.04 (B)	1.05	1.02	.87 (C)	1.0 (D)	.95	1.02	.99	1.04 (E)	1.03	1.05	1.03 (F)	1.13	1.0	.97 (G)	.94

(A) 1974-75 Survival Ratio eliminated from average
(B) 1980-81 Survival Ratio eliminated from average
(C) Kindergarten added in 1981-82 average therefore only
(D) Kindergarten added in 1981-82 therefore 1.0 used as SR
(E) 1981-82 Survival Ratio eliminated from average
(F) 1980-81 Survival Ratio eliminated from average

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Form C-3

Enrollment Projections for Public Schools
Based on Actual Census and Grades
(Survival Ratio Techniques)

10/25/82 (Date)

Hurley (School District)

Preceding Year	Ages 0-1	1-2	2-3	3-4	4-5
	"Current School Year"				
1982-83					
1982-83					65
1982-83				57	58
1982-83			55	58	59
1982-83		47	49	51	52
1982-83	50	58	60	63	64
Average Survival Ratio	1.15	1.04	1.05	1.02	.87

Future Years	Grades K	1	2	3	4	5	6	7	8	9	10	11	12	Totals K	1-6	7-8	9-12	K-12
	"Current School Year"																	
1982-83	48	49	50	38	51	60	57	70	69	72	73	61	65	48	305	139	271	763
1983-84	57	48	47	51	37	53	62	60	72	78	72	71	57	57	132	132	278	765
1984-85	51	57	46	48	51	39	55	65	62	82	78	70	67	51	196	127	297	771
1985-86	51	51	54	47	47	53	40	57	67	70	82	76	66	51	292	124	294	761
1986-87	46	51	49	55	46	49	54	42	59	76	70	79	71	46	304	101	196	747
1987-88	56	46	49	50	54	48	50	57	43	66	76	68	74	56	297	100	284	737
1988-89		56	43	50	49	56	49	53	59	49	66	73	64		303	112	252	
1989-90			53	44	49	51	58	52	55	66	49	64	69			107	248	
1990-91				54	44	51	53	61	53	62	66	48	61			114	237	
1991-92					54	45	53	55	63	60	62	64	45			118	231	
1992-93						56	47	55	57	71	60	60	60			112	251	
1993-94							57	49	57	64	71	58	56			106	249	
1994-95								60	51	64	64	69	55			111	252	
1995-96									62	57	64	62	65				248	
1996-97										70	57	62	59				248	
1997-98											70	56	59					
1998-99												68	52					
1999-2000													64					
Average Survival Rate	1.0	.95	1.02	.99	1.05	1.03	1.05	1.03	1.13	1.0	.97	.94						

APPENDIX D

School Facilities

Form D-1 (Examples for Completing)

UTILIZATION OF SCHOOL FACILITIES
BY CLASS SCHEDULE

School District _____ School Building _____ Building Enrollment _____

Date of Class Schedule Fall, _____

Room Number or Name (1)	Capacity (2)	Course Title or Name of Class (3)	Grade Level (4)	Teacher (5)	Daily Class Periods Scheduled (6)	Total Class Periods Scheduled (7)	Daily Class Sizes (8)	Total Daily Enrollment (9)
Example (A)								
102	30	Kdg.	Kdg.	M. Jones	3		25	
102	30	Kdg.	Kdg.	R. Tilley	3		25	50
Example (B)								
202	25	Adv. Bio.	10	J. Kraft	2		24 26	
		Chem. I	11	R. Rose	1		14	
		Study Hall	9-12	R. Rose	2	5	30 29	123
Gym	25	Boys PE	9	I. Strong	.5		30	
		Boys PE	10	I. Strong	.2	.7	15	45
Example (C)								
402	25	-0-				-0-		-0-

Form D-2

PROFILE OF A SCHOOL BUILDING

School District _____ School Building _____ Building Enrollment _____

(1) Type of Space	(2) Room Number or Name	(3) Number of Like Rooms	(4) Class Periods Potential	(5) Class Periods Scheduled	(6) Class Periods Available/ Needed
(Example)					
General Classroom		19	114	74.2	39.8
Specialized Rooms	(105) Bus.	1	6	2	4
	(107) Bkpg.	1	6	5	1
	(108) Biol.	2	12	10	2
	(109) Chem.	1	6	7	-1
Shops					
	Woods	1	6	5	1
	Metals	2	12	13	-1
Large Areas					
	Gym	2	12	8.5	3.5
	Band	1	6	6	0

APPENDIX E

School Building Capacity Comparison
Net Sq. Ft. Allocations Per Occupant
as Recommended by
Wisconsin Department of Public Instruction

SCHOOL BUILDING CAPACITY COMPARISON
NEW SQ. FT. ALLOCATION PER OCCUPANT
AS RECOMMENDED BY
WISCONSIN DEPARTMENT OF PUBLIC INSTRUCTION

	Recommended
Administrative Space	75-100
Auditorium, Lecture, Large Group Occupancies (Fixed Seating)	7-10
Field Houses, Gymnasiums, Auditoriums, Multi-purpose Rooms, Cafeterias, Study Halls, Commons and Other Level Areas With Non-Fixed Seating	10-15
Academic Classroom	30
Libraries - Instructional Material Resource Centers	30-40
Home Economics, Business Education	
Home Economics	
(A) All Purpose	50-55
(B) Foods	40-45
(C) Clothing	35-40
Business Education	30
Music	
(A) Vocal	15-20
(B) Instrumental	20-25
Arts, Crafts, Drafting	30-40
Industrial Arts Vocational Shops	80-100
Special Education Mentally Retarded, Physically Handicapped, etc.	50-60

APPENDIX F

Teaching Staff Inventory

Form F-1

TEACHING STAFF INVENTORY

Name	Age	Areas of Certification	Last Year Taught by Certification Area
Edwards, Jan	54	Driver's Ed. 5th through 8th grade	1982-83 0
Bryan, Ann	47	1-8 (2nd grade)	1982-83
Smith, Jane	57	Professional School Counselor	1982-83
Simmons, Bob	40	Vocal Music	1982-83
Hanson, Audrey	36	Librarian All academic subjects and grades	1982-83 0
Jones, Mary	45	1-8 (4th grade)	1982-83 0
Johnson, Ronald	56	History Librarian Biology-Life Science English	1982-83 1982-83 0 0
Jacobson, Edward	52	General Science Physical Education	1982-83 1982-83
Henderson, Katherine	31	Learning Disabilities (K-6) Mentally Retarded 1-8	1982-83 0 0
Martinson, Mary	59	1-8 (1st grade)	1982-83
Lindelof, Roger	61	History Civics English Bookkeeping Basic Business Education District Administrator	 1979-80 1979-80 1982-83
Jarvis, Cynthia	37	1-8 (6th grade)	1982-83

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APPENDIX G

Letter Listing Legal Questions to be Answered

uwgb

University of Wisconsin-Green Bay Green Bay, Wisconsin 54302

School Services Bureau

2 September 1982

Dr. John Osborn
Michigan Department of Education
Lansing, MI 48909

Dear John:

As we discussed by phone, Dr. Lyle Bruss and I will be meeting with you at 11:00 AM on September 10 to discuss various aspects of our Border States School Study. There are a number of questions we are seeking answers to and we would also like you to tell us if there are any topics relative to school system cooperation across state lines that you would like us to include in the study. Please find with this letter a two page description of the study.

Following are a number of questions that will help focus our discussion on the 10th.

1. Are there any special requirements in state law or department mandates that relate to curriculum, text books, snow days, number of school days in the year, etc.?

2. Is there anything existing at this time in state law that makes it possible for schools in Michigan (or other state agencies) to cooperate across state lines?

3. What procedures are followed when a teacher outside the state requests certification to teach in Michigan?

4. Are there any funding formulas for transportation, vocational education, and special education for students who cross state lines for their schooling?

5. Do you have any formal agreements with state districts that transport students or staff across state boundaries? (Marinette-Menominee, Niagara, etc.)

6. What factors must be considered if a Michigan school wished to enter into a cooperative arrangement with a Wisconsin school? The cooperative arrangement would involve (a) transporting students from Wisconsin to Michigan, (b) transporting a Wisconsin teacher to teach two classes in a Michigan school, (c) transporting Michigan students to Wisconsin, and (d) transporting a Michigan teacher to Wisconsin to teach two classes in a Wisconsin school.

7. As we proceed with this study, what aspects would you like us to include that we may have overlooked?

I hope these questions will give you more of an idea about what we are involved in. Also, we have talked by phone with Margie Schaar relative to Michigan's "General School Laws." If she could also meet with us, it may be helpful.

Thank you for your help and cooperation.

Sincerely,

Dennis L. Bryan, Ph.D.

DLB:abh

Enclosure

APPENDIX H

Summary of Legal Questions and Responses to These Questions
Central to School Agreements Between States When
Sending or Receiving Students Instruction

Form H-1

QUESTIONS CENTRAL TO SCHOOL AGREEMENTS BETWEEN STATES WHEN SENDING OR RECEIVING STUDENTS ON A FULL-TIME BASIS FOR ALL THEIR INSTRUCTION

Questions	Answers	
	Wisconsin	Michigan
1. Is it permissible for you to send and receive students for full-time instruction under your present state statutes?	Yes - Statues 121.77, 121.78, 66.30	A local school board in Michigan is authorized to accept any nonresident student, regardless of grade level. If a nonresident is accepted, the school must charge tuition. To the best of my knowledge, the only authority a school has to send resident students to a school in a bordering state on a full-time basis is in the event the school does not provide high school. In those cases, the student may attend a school in a border state and the Michigan school would be obligated to pay transportation and tuition costs. If a Michigan school discontinues elementary grades, those students may also attend school in a border state. See Appendix A-10.
2. Can you send or receive any student, kindergarten through grade twelve?	Yes - Statutes 121.77, 121.78, 66.30	A student of any age (elementary or secondary) may be accepted as a non-resident tuition student. Under the conditions cited above, any child may attend a border state school. However it would appear that only non-K-12 schools (schools not operating high schools) would be authorized to send students to the border state school.
3. What would be the needed sequence of procedures and written agreements on the local and state levels to enable this to occur?	Follow Statutes 121.77, 121.78, 121.79, 121.80, 121.81, 121.82	I have no information on procedures or written agreements necessary to either send or receive students to or from another state.

Form H-1 continued

QUESTIONS CENTRAL TO SCHOOL AGREEMENTS BETWEEN STATES WHEN
SENDING OR RECEIVING STUDENTS ON A FULL-TIME BASIS FOR ALL THEIR INSTRUCTION

Questions	Answers	
	Wisconsin	Michigan
4. What effect might sending or receiving students have on the calculation of state aid -- for regular instruction, for special education, or for vocational instruction?	Regular instruction - none. Special education - none. Vocational education - none. Statute 118.15	Section 1411 permits a Michigan school district to contract with a border state school, pay tuition and transportation, for vocational-technical education, if the board does not maintain the instruction. This probably comes as close as we'll come to locating any authority for schools to participate in the type of program being considered. In these cases, the student is enrolled in the Michigan school, the Michigan school receives state aid, and contracts with the border state for part of the student's education.
5. If tuition was to be paid, what school expense categories are required to be included in tuition calculation, i.e., debt services, transportation, etc.?	Tuition - school general fund operational cost and capital outlay, minus operational receipts, plus principle and interest payments on long-term indebtedness for current school year, divided by average daily membership. Statute 121.82	Operating costs are included in the tuition calculation, capital outlay and debt service are excluded. Transportation would be excluded but a separate charge would be made for the cost of the transportation for the pupils actually transported. Section 380.1401 of the school code and section 111 of the State School Aid Act govern tuition.

Form H-1 continued

QUESTIONS CENTRAL TO SCHOOL AGREEMENTS BETWEEN STATES WHEN SENDING OR RECEIVING STUDENTS ON A FULL-TIME BASIS FOR ALL THEIR INSTRUCTION

Questions	Answers	
	Wisconsin	Michigan
6. Could you legally transport students you are sending or receiving across state boundaries? If yes, what regulations would need to be followed, would special insurance be needed, and could you transport for regular instruction, vocational, extra curricular, and special education?	Yes - Statute 121.79. A school district that is transporting on a regular basis across state lines would inquire of that state about their rules and regulations concerning school bus transportation. States vary as to bus laws and the required light system on the bus varies among states. The bus license on vehicles required to transport on a daily basis should be clarified with the D.O.T. in Michigan. Bus insurance that complies with state laws should be certified and on file.	We could legally transport students across state boundaries and do so now for extra curricular activities. I believe we would have no problem transporting students for regular instruction. The problem is the implications of transporting non-public school
7. Would the teachers have to be certified in your state? If yes, what are the procedures for securing certification?	Yes - make application to D.P.I.	Yes - apply to M.D.E.
8. Would other school staff, like guidance counselors or administrators, have to be certified in your state?	Yes - make application to D.P.I.	Yes - apply to M.D.E.

Form H-1 continued

QUESTIONS CENTRAL TO SCHOOL AGREEMENTS BETWEEN STATES WHEN
SENDING OR RECEIVING STUDENTS ON A FULL-TIME BASIS FOR ALL THEIR INSTRUCTION

Questions	Answers	
	Wisconsin	Michigan
9. Are there any curriculum requirements that students must have, i.e., state history, government, etc.?	Wisconsin does not have required subjects at the secondary level except for physical education. There are a number of topics which must be covered; however, they are not specified as subjects. At the elementary level there are a number of subjects required in 118.01 and 121.02. Wisconsin does not mandate requirements for graduation from high school. The high school graduation requirements are determined by each local board of education.	A one-semester course in civics.
10. Are there any other requirements all students must have, i.e., number of days in the school year, textbooks, testing, health services, etc.?	A school district must provide a minimum of 180 days in the school year. The number of days that a student must attend however is not mandated by the state. The local districts may have policies relating to days of attendance but again this is a local issue. The only other services that I am aware of are those required in 121.02 which relate to emergency services for accidents and illness happening in school.	No.

Form H-1 continued

QUESTIONS CENTRAL TO SCHOOL AGREEMENTS BETWEEN STATES WHEN SENDING OR RECEIVING STUDENTS ON A FULL-TIME BASIS FOR ALL THEIR INSTRUCTION

Questions	Answers	
	Wisconsin	Michigan
11. Is there a procedure for waiving any of the requirements you have listed?	In the curricular area there are no certain conditions under which waivers may be applied. In physical education, for example, a doctor may exempt a student from the physical education requirement. Wisconsin Statute 118.15(d) provides for the student to attend a vocational-technical school in lieu of the secondary schools which essentially waives the secondary school requirements.	No
12. In reference to questions 1 through 11 above, would the answers be any different if you were sending or receiving students for only a part of their instruction, i.e., computer science, speech, vocational instruction, etc.?	No - the provisions of 118.15(d) would apply to either part-time or full-time programs.	No.

Form H-2

QUESTIONS CENTRAL TO SCHOOL AGREEMENTS BETWEEN STATES
WHEN SENDING OR RECEIVING TEACHERS TO TEACH ONLY A PART OF THE SCHOOL DAY

Questions	Answers	
	Wisconsin	Michigan
1. Is it permissible for you to send or receive teachers for less than full-time instruction under your present state statutes?	Yes.	Yes.
2. Must the teacher be certified in your state?	Yes. Based on the Attorney General's opinion regarding the certification of teachers in VTAE schools to teach high school students under contract, it would appear that if a teacher was sent from another state to teach full or part-time in a Wisconsin high school under contract, that the teacher would need to hold Wisconsin certification.	Yes.
3. Would this in any way affect retirement, fringe benefits, etc.?	If employed by and paid by home state it should not affect benefits or retirement.	If employed by and paid by home state it should not affect benefits or retirement.

Form H-3

OTHER QUESTIONS

Questions	Answers	
	Wisconsin	Michigan
1. Is it permissable by state law to send or receive secondary students who live very close to the state border for instruction at a university or vocational school without them having to pay out-of-state tuition?	In the case of Minnesota, the vocational schools have a reciprocity agreement relieving the out-of-state tuition problem. Not aware of this being true with other border states.	Section 1411 allows instruction at a border state school in the area of vocational-technical without tuition, but I'm not familiar with similar authority for attendance at universities or vocational schools not run by a school district. According to Section 1411, if a Michigan school wishes a student to attend vocational-technical instruction at a school in a border state, the school may "contract" with the border state school.
2. Is a formal agreement necessary for students to attend?	If the school is sending them, yes.	An agreement of "contract." Finally, the attached legislation (PA7 of the Extra Session of 1967) authorizes a school district in Michigan and a school in another state to exercise jointly any power, privilege or authority which the schools share in common and which each might exercise separately.
3. Are there any required procedures to be followed in initiating such an agreement?	No.	No.

APPENDIX I

Worksheets

WORK SHEET I

Sharing Possibilities

Programs

A. Curriculum (i.e., Regular, Vocational, Special Education, Enrichment)

1.

2.

3.

B. Extra Curricular (i.e., Clubs, Sports, Music, Drama)

1.

2.

3.

C. Support Services (i.e., Educational, Transportation, School Lunch)

1.

2.

3.

WORK SHEET II

Existing Conditions of Sharing Possibilities

Items to Consider

1. Organizational Circumstances

2. Personnel

3. Facility

4. Equipment

5. Supplies

6. Operational Costs

7. Transportation

8. Other

WORK SHEET III

Projected Conditions of Sharing Possibilities

Items to Consider

1. Organizational Circumstances

2. Personnel

3. Facility

4. Equipment

5. Supplies

6. Operational Costs

7. Transportation

8. Other

WORK SHEET IV

Other Possible Constraints

Items to Consider

1. Existing Contracts

2. Staff Certification

3. State Attendance Law

4. Transportation (Legal, Distance, Cost)

5. Fringe Benefit Payments for Staff

6. Formal Agreements

7. School Calendar

8. School Day Schedule

9. Receptivity

WORK SHEET V

Coordination and Governance

Items to Consider

1. Steering Committee

2. Rules and Regulations for Operation

3. Coordinated Class Scheduling (Time Schedules and Procedures)

4. Budgeting and Financial Agreements (Payment Schedule for Sharing)

5. School Board Policies

6. Legal Agreement Between School Districts

7. Evaluation of Programs and Reports to School Boards
(School Personnel, Public, Intermediate School Districts, and State Departments of Education)

Form I-1

SUMMARY AND RATING OF PROGRAM SHARING POSSIBILITIES

School District: _____

Date: _____

PROGRAMS	SEQUENCE OF PROGRAM CONSIDERATIONS									
I. Sharing Possibilities	II. Existing Conditions of Sharing Possibilities			III. Projected Conditions of Sharing Possibilities			IV. Other Possible Constraints		V. Coordination and Governance	
	Type of Program	Program Quality	Cost Comparison	Program	Program Quality	Cost Comparison	Program	General Rating	Program	General Rating
Example:										
Curriculum										
French (I)	French	A	3	French	A	2	French	2	French	2
Support Services										
Transportation	Trans.	B	3	Trans.	A	1	Trans.	3	Trans.	2

Type of Program	Ratings of Program Considerations					
	Program Quality	Cost Comparison	Program Quality	Cost Comparison	General Rating	General Rating
A. Curriculum (i.e. Regular Vocational, Special Ed., Enrichment)	A=High B=Average C=Low D=NA	1=Low 2=Average 3=High 4=NA	A=High B=Average C=Low D=NA	1=Low 2=Average 3=High 4=NA	1=No Problems 2=Few Problems 3=Significant Problems	1=No Problems 2=Few Problems 3=Significant Problems
B. Extra Curricular (i.e. Clubs, Sports, Music, Drama)						
C. Support Services (i.e. Educational, School Lunch, Transportation)						

NA=Not Applicable

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